

THE CHARITIES REVIEW.

A JOURNAL OF PRACTICAL SOCIOLOGY.

The Charity Organisation Society does not assume responsibility for the opinions expressed by the contributors.

VOL. II.

MARCH, 1893.

No. 5.

THE LEGAL ASPECT OF THE CHILD PROBLEM.

DURING centuries of so-called civilization, the sole idea of imprisonment for crime was to make the escape of the convict impossible and his life intolerable. The treatment was in the highest degree not only punitive, but vindictive. Society wreaked its vengeance on the prisoner with a vengeance. The dungeon, unlighted, unventilated, unwholesome, unvisited, heavy chains, cold, hunger, solitude, torture often, and, too frequently, the unchecked brutality of cruel keepers—these were the conditions to which criminals and political offenders were sentenced.

Occasionally, retributive justice reached the oppressor. Fatal epidemics, traceable directly to filth and foul air, swept through the prisons, sparing neither keepers nor convicts.

But why recite the catalogue of horrors? Suffice it to say that the most vivid imagination cannot exaggerate the awful inhumanity which prevailed in prisons until the latter part of the eighteenth century.

While the heroic efforts of John Howard materially mitigated some of the worst features of convict life, there remained here and there, notably in this country, the promiscuous herding together of prisoners of every age and grade, from the

youthful misdemeanant to the hardened felon, without the useful alleviation of daily labor. In 1826, a committee of the Massachusetts Legislature declared that "if the convict sentenced to the Massachusetts prison had a spark of virtue left when he entered its walls, he would soon learn to forget the difference between virtue and vice, and become assimilated to his worst companions."

Now naturally, not to say inevitably, when these facts were known, when public attention was fully aroused, and men set themselves seriously at work to devise a remedy for these monstrous evils, a system was demanded which should make impossible the cause of this wholesale crime culture—to wit, the indiscriminate commingling of the prison population. Hence there came into vogue the practice of confining prisoners in separate cells by night and bringing them together for labor during working hours. This, known as the "congregate system," prevails everywhere in our Northern States, to-day, with a single nominal exception.

Thereafter, came by degrees and, certainly, with no indecent haste, better cells, better food, better medical service, better sanitary conditions generally. Later still, the need and the possibility of reformation began to impress themselves, to some extent, on the public mind.

The chaplain and the instructor were, here and there, added to the corps of prison officials. By and by came the library and the occasional entertainment.

The idea was gradually gaining ground that imprisonment meant something more than, nay, something different from, punishment; that it meant the protection of society by the confinement and reformation of the offender.

This idea, followed out to its legitimate and logical conclusion, led to Reformatories, the classification of prisoners, to industrial training, to the indeterminate sentence.

Already there are, at least, four penal institutions in this country conducted on these lines and realizing all the reasonable hopes of their promoters.

Side by side with this elevation of the conditions of convict life, we encounter the Prison Aid Association, a most benefi-

cent enterprise, designed to lend a helping hand to the prisoner on his release from confinement.

The Reform School, an institution of comparatively recent origin, aims to rescue from a criminal career the young offender, not yet hardened in evil ways and therefore not incorrigible. At all events, this is understood to be the theory of the Reform School.

I have presented this brief and imperfect summary of the progress of what we are accustomed to call Prison Reform in the last few decades, as preliminary to the pertinent and important inquiry: Has crime decreased during the period covered by our survey?

If we can put any confidence in our criminal statistics, collected by competent public officials, we must answer in the negative. Nay, more, we are compelled to believe not only that crime is on the increase in our country, but that the number of professional criminals at liberty is so large and so steadily growing as to constitute a serious menace to the peace and good order of society.

Various causes of this retrograde movement might be suggested. One only is strictly germane to our immediate purpose.

I observe, then, in general terms, that hitherto our methods have been almost exclusively reformatory rather than preventive. We have permitted pollution to gather at the fountain-head and then have sought to purify the stream. We have said, in effect, we will ignore everything but the overt act. The offence once committed, we will punish the culprit, and while punishing will endeavor to reform him. We tolerate a nursery of crime and then wonder that the work of prison reform shows such meagre results. We condone, I had almost said we connive at, the wholesale manufacture of felons and seek to correct our short-sighted blunder by the expensive and largely ineffectual machinery of the Reform School, the jail and the prison.

To state the case in a more concrete form: Under our eyes and within our reach, children are being reared from infancy amid surroundings containing every conceivable element of degradation, depravity and vice. If I may be permitted to

quote, in part, from what I have recently said in another place: "Such children begin life with inherited physical and moral taint. They imbibe impurity and whiskey with their mothers' milk. The first words to which their ears are accustomed are blasphemous and obscene. The foul air which they breathe is made fouler by the infamous orgies of which they are the involuntary witnesses. All the evil within them is developed with marvellous rapidity. With wits sharpened by the daily struggle for existence, they become apt pupils in every species of wickedness. . . . Tender only in years, before they have reached their teens they are known to the police as 'toughs.' They are, to-day, an element of our social life only less dangerous than the older criminals, whose careers they so closely imitate. More hopeless pagans, in every sense of the word, cannot be found in the rice fields of India or under the burning sun of Africa. There is, it is true, one difference. All other known pagans worship some form of divinity.

"Sombre as is the picture, it must include, to be quite truthful, those born of vagrant and vicious parents, as well as the children of conceded criminals. Indeed, wherever the parental relation is but another name for abuse or neglect, there are sown the seeds of almost inevitable crime."

Why, then, should we be surprised that we are surrounded by a horde of juvenile delinquents, that the police reports in our cities teem with the exploits of precocious little villains, that Reform Schools are crowded with hopelessly abandoned young offenders? How could it be otherwise? What else could be expected from such antecedents, from such ever-present examples of flagrant vice? Short of a miracle, how could any child escape the moral contagion of such an environment? How could he retain a single vestige of virtue, a single honest impulse, a single shred of respect for the rights of others, after passing through such an ordeal of iniquity? What is there left on which to build up a better character? To what wholesome instinct or attribute or emotion shall an appeal be made? Humanly speaking, the wretched victim of abuse or neglect or distinct crime-culture from infancy is irreclaimable. It is the uniform testimony of police magistrates and police

officers on both sides of the ocean that children of this class, when once thoroughly saturated with the wickedness around them, are beyond all hope of reform. It is from this source, the same authorities assert, that the great and ever growing army of professional criminals receives its most promising recruits.

Is it not high time that society demanded protection against this appalling peril? Shall not the law be invoked in aid of a policy of prevention, when reformation is practically impossible?

While saying this, I by no means ignore the very praiseworthy efforts of voluntary organizations all over the land (and especially in Philadelphia), engaged in caring for neglected and dependent children. Their methods and their motives are most commendable, and the results not without considerable encouragement.

Their officers do not lack zeal or patience or wisdom. They only lack authority—power to compel obedience. Their work is purely voluntary, and depends wholly for success on active or passive acquiescence. As has been said elsewhere: "They only touch the fringes of the frightful evil." What they accomplish is in the highest degree useful and meritorious. What they are compelled to leave undone is due to limitations inseparable from voluntary effort. The harvest which they do not reap ripens on fields which they cannot reach. But are there no methods of child-saving which have received efficient aid from legislation? Undoubtedly. Witness the statutes of Massachusetts, Connecticut, Indiana, Michigan, Minnesota, and probably of other States. But, so far as I am aware, no legislation has thus far gone to the extent of exploring, with vigorous and unsparing search, the depraved and dissolute abodes where children are learning under conscienceless teachers the daily lessons which are to wreck their lives.

Unfortunately this particular "submerged" fraction is large enough to bring abundant grist to the devil's mill, and aggressive enough to tax to the utmost the resources of our penal institutions, and flood the country with incorrigible criminals.

But not to deal longer in generalities, let us now ask ex-

actly what is needed in the form of additional legislation, which, supplementing the wise policy of earnest and intelligent philanthropists, shall be worthy of the Christian civilization of our time.

As it seems to me, we need legislation which shall not authorize only, but compel, the separation of children from parents or guardians whose control or custody threatens to render them unfit to become useful members of society.

The State should then assume control of such children, and also of such other vicious and vagrant children as are under no parental or other custody or control.

The essential feature of the plan I propose is the compulsory element. The general principles would be these:

1. Paid investigating agents, agents or officers whose sole duty it should be to seek out and bring to light all cases of parental neglect or direct demoralization or abandonment.

2. The hearing of such cases before a magistrate, all persons concerned being duly notified.

3. A Board of Guardians entrusted with the care of such children as may have been declared by the magistrate to be wards of the State; this Board to have discretionary power to use any methods which may have been found serviceable in such cases.

FRANCIS WAYLAND.

SOME DEVELOPMENTS OF THE BOARDING OUT SYSTEM.

I THINK you will all agree with me in saying that the past twenty years has seen in child-saving work a decided movement toward what is called the family plan for the care of dependent children. In most of the large cities of our country there have been established societies, frequently called children's aid societies, whose sole object has been to place out children in families. Institutions for children have felt the force of the movement, and have hastened to explain that they were merely temporary resting places for the child on his way to the family home. At the present time, however,

there is just beginning to be felt a reactionary tendency. Societies which started out with the intention of using only families are beginning, in some instances, to consider the advisability of building small institutions, while in the larger and older institutions there is beginning to be noticeable a tendency to retain the children longer than was the intention a few years ago. What has started this great backward eddy in the great movement toward natural methods in philanthropy, and how far should it be considered as a reaction in favor of institutional training and against family life? In my opinion, the cause is simply this: We have been willing to pay for the care of children in large groups, but not in groups of one. By the family plan most people have understood placing children with families who receive them without charge. The societies for placing out children have not included in their program any payment for the care of the child. The institutions have made the temporary resting place the only place in the child's history at which his support was really borne by charitable funds. Both have said, let us place the child in a family, but both have added the condition, "if we can do it for nothing." Whenever this plan of placing out children without payment has been extensively used, no matter how conscientiously and efficiently administered, it has become evident that it has its weak points, that it cannot provide for some children at all, and that for most children it cannot be available during the whole of their dependency. The object of this paper is to state these shortcomings, and to see how far they can be supplemented by the boarding out system.

The difficulties which have arisen seem to be these:

I. The families are not available at the proper time. Children come to charitable societies without any regular order. Sometimes they come singly, sometimes in groups. Sometimes as many come in a week as will be received at other times in a course of several months. It is not possible, it is said, to always have families ready and waiting who will receive these particular children without charge, and with the purpose of making them permanent members of the family. It may be weeks or months or a year before the family is

found which on the one hand is entirely satisfactory to the society, and on the other desires a child of just this age, and this particular color of eyes and hair, to say nothing of his mental and moral peculiarities. It is said, therefore, that we must have a temporary home, in which children may be kept until the family is available.

II. A second difficulty is that the majority of people who apply for children do not wish a child, one or both of whose parents are living and who may reclaim the child, either when it has taken a fast hold of their affections, or when it has reached a wage-earning capacity, and most of the children who come to charitable agencies are not orphans. The father is seriously ill but he may recover, he has deserted but he may return, or he has fallen into intemperance but he may reform, or the parents have separated but they may become reconciled, or the child is an half-orphan but the surviving parent may marry again and wish to care for the child. When a child is placed out without payment there is always a tacit understanding that he is to remain with the family for a term of years. If, after a short time, a respectable parent demands the child the institution or society is in a very difficult position, and it seems impossible not to do injustice either to the parent or to the foster parent. Therefore, it has been argued, we must either secure from the parent at the outset an iron-bound agreement to give up the child forever, or we must keep the child in an institution where he is, to speak plainly, nobody's child, until the parents either die or forfeit their claim by long desertion, or remove their child from the institution.

III. A third difficulty is that many children cannot be placed in desirable families upon these terms. The most attractive children are chosen first. The child who has squinting eyes, or sore eyes, or straight red hair, or a very freckled face, or a thin, pale face, or who has a peculiar speech or a whining voice, or is "obstreperous" or persistently untidy, such children are left in the institution, while their more favored brothers and sisters are elected to family life. Fresh arrivals usurp their places when the next families make their choice, and so these children re-

main in the institution month after month, in many cases year after year. They came to form a permanent part of the population of the county almshouse, their sore eyes became worse, their insubordination more marked, their thin, pale faces still paler and thinner, and as weeks passed their chances for finding a happy home in some kind family grew less and less. People do not *offer* to assume the expense and responsibility of caring for such children.

IV. A fourth difficulty is that many children when placed out are returned over and over again. They are too small, or lazy, or heedless, or unreliable. More boys become so affected in the fall when the work is done than in the spring when work is plenty. The weaker ones and those not quite old enough to work seem especially liable to be morally perverse. There is often no means of ascertaining the real truth, and it makes little difference, because the child is shut out from a free home by inability to work as thoroughly as by moral perversity; therefore, it is argued, these children must receive some preliminary training, some industrial training in an institution before they are ready for family life.

V. A fifth objection is found in the treatment of the children who are placed out. It is felt that their education is, in many cases, neglected. They are poorly supplied with clothing, and often they are not in any sense made members of the family. They see of the house only the kitchen and their sleeping room, which is shared by the hired man; they are shut off from the refining influences of the family, and work without pay. Thus many come to regard the days spent at the institution as their best, and to dread the contact with the unfeeling world.

I have taken pains to outline somewhat at length these difficulties, which have been found, by advocates and opponents alike, in the family plan without payment, because I believe there is force in every one of the points raised and because the system of *free homes* seems to be utterly inadequate *alone* to meet the child problem. A few of the societies which sprang up to place children in families, among them the Children's Aid Society of Pennsylvania, early began to reason in this way. If the child should be in a family, and no family can

afford to receive him free, why not pay some family to care for him? The institution is by no means a free home, and from the standpoint of economy we might just as well pay for the child in one place as in another. The plan of boarding out has thus grown side by side with, and supplementary to, the free or permanent home plan, and I wish now to ask how far does it meet the objections to the free family plan which I have outlined above. I shall not speak from theory in this matter, but shall base all my remarks upon the experience of the Children's Aid Society of Pennsylvania, which has boarded out children for ten years. Its boarding list at the close of 1882 was 25. Each year has shown an increase. In 1885, the number was 44; in 1888, 75; in 1890, 124; in 1891, 148; and on January 1, 1893, 200. The Society has expended on the board of children during the past year \$20,143. In other words, in addition to the work with free homes, it maintains the equivalent of an institution with 200 children.

1. How far does boarding out provide for the immediate care of children until free homes of the right sort are found? By offering a reasonable payment can we find families who will receive children at any hour of the day and keep them an indefinite time—perhaps a day—perhaps a month? It is perfectly easy to do so. The Country Week Association, which sends hundreds of children to country families within the space of a few weeks, finds no trouble in securing families to receive them. A family will receive a child for two or four weeks or months without hesitation, when they would consider a long time if asked to receive him for six or ten years. It is perfectly possible to have a number of homes to which children may be sent at any time and from which they may be removed without previous notice.

2. Will people take children to board when the parents are one or both living and may desire to recall them at any time? Yes, many good people are very glad to do so. If the parent is able, he or she is expected to contribute as much as the circumstances warrant toward the board of the child, the Society paying the remainder. The parent is at liberty to visit the child whenever he wishes, and if he behaves himself is usually

a welcome guest. If the deserting parent returns and can prove a good character, or the sick or injured parent recovers, or the surviving parent marries and wishes the child, it is returned to him, and the family with whom it has boarded does not object, because that was the understanding from the start.

3. How about the children of poor health, or mental or moral peculiarities, who are not the elect for free homes? Will good people receive such children and give them kind care, helping them to overcome their faults, to talk properly, to live decently, and to keep their clothing in order? They do do it, and better still, these unfortunate traits or defects, which have in most cases been caused by neglect, lack of proper food, clothing and shelter, ignorance of the laws of health and disregard of the laws of decency, give way before the continued care, attention and training which a conscientious family is willing to bestow when the actual expense of the child's board and clothing is paid.

4. Will the weaklings, who are returned over and over again when placed in free homes, fare better if boarded out? Our experience indicates that they do. The simple fact was that the boy in most cases was not bad, but to the farmer was a bad bargain. We need not be too hard on the farmer. He wanted a boy able to do some work on the farm, in return for which he promised to give him a good home, food, clothing and education. He did not set out to be a philanthropist. It was a legitimate business arrangement that he proposed. But he failed to get what he expected, and had a right to expect, and so he returned the boy. If he had been paid for the boy's actual expense he would have kept him. The boy was all right, but he was a small boy, a weak boy. He was not able to be self-supporting, he was not ready to face life's battle yet, and the parent, or whoever stood in place of parent, must bear the burden of his support for a year or two longer. The boy did not need special training; he needed more muscle, more climbing trees, more running after rabbits, more play, more childhood.

5. We are asked, last, how the child actually fares who is boarded out. Does he receive more months of school, more

suits of clothing, fewer days of hard work and a greater amount of personal interest, patience and attention, than the boy in a free home? From experience we can say, unhesitatingly, that in every one of these particulars his condition is very materially improved. In charity, as in business, we always get about what we pay for. While the child is boarding, the Society which pays the board retains entire control over him. He must attend school as long as the Society directs. He is provided with such clothing as the Society is willing to pay for. Our requirement is that where board is paid the child shall be sent to school every day the school is taught in the neighborhood. The children are clothed just as other children of the community are clothed. Their clothing is bought at the same store. They wear the same style of hat, necktie, shoes and overcoat as their schoolmates. They are not over-worked, because the farmer gets full return for their actual expense from the Society. It is also true that the children who are boarding secure a great deal more personal care, attention and training than do the majority who are placed in free homes when over ten years of age.

In the first place, it is to the people's interest, if they wish to keep the child, to do all for him that the Society wishes. In the second place, by paying board the Society is able to secure a vastly better grade of homes. It can discard, once for all, those persons who carefully estimate the expense of providing food and clothing, and then proceed to get just that amount of value from the child's labor. The people whom it secures for the boarding of these children, let it be well understood, are of the best people in the community; they are families of good standing, whose fathers and grandfathers have made honorable records, whose farms are paid for, whose horses are well fed and well housed, and whose pocket-books are not empty. These people would not have taken the boy free, because they did not really need him; in other words, they secure help—adult help—to do their work and pay for it, but they see no objection, when the matter is brought to their notice, to sharing the benefits of their home with the child who will be removed at any time they desire, and whose actual expenses are met.

It seems to me, therefore, that in all of these points, the plan of boarding out supplements or supplants the free home system so that the two together are entirely adequate and sufficient for caring for children who are merely dependent, that is for children who do not belong to a special class which requires a specialized training.

HOMER FOLKS.

THE MINNESOTA SYSTEM OF CARING FOR DEPENDENT CHILDREN.

THIS system of caring for dependent and neglected children is not properly known as the "Minnesota System," inasmuch as it did not originate in Minnesota, but was first put into successful operation in the United States, in Michigan, and has often been spoken of as the Michigan or "State School" system. It has, however, been adopted by Minnesota, and has now been in operation there for a little over six years, and in what I shall have to say of it, let it be understood that I am speaking from the point of view obtained wholly within that State.

The law authorizing the work as conducted within the State of Minnesota is based upon certain principles there regarded as fundamental, to which I invite your attention.

First. It is the duty of organized society to defend the abused, assist the helpless, and stimulate the discouraged; and especially in this connection, to see to it that no child is permitted to grow up under circumstances which foster bad habits of mind or body, or deprive him of knowledge of the common affairs of an orderly life.

Second. The means employed to this end must be adequate. No citizen should be permitted to shirk a fair share in the financial or other part of the work. Therefore the necessary funds for the support of such work must come not only from those charitably inclined, but from the whole body of the people, and be under the control of the Legislature elected by the people.

Third. State and municipal governments may properly

undertake the rescue and uplifting of children whose health or morality is in danger, but they cannot safely enter into any partnership, either with existing institutions, or with parents, in the matter of guardianship and control. They must assume the entire obligation and responsibility thereafter, permitting no interference with their authority.

Fourth. No plan of public work for the welfare of dependent children is worthy of consideration which does not contemplate their settlement in approved families as rapidly as they can be made acceptable. If the effort is to produce orderly, well-balanced characters, help must be sought among normal conditions.

Fifth. The strongest influence possible to acquire, over weak, discouraged, or even criminal parents, may be exerted through the home and family life, and the right of parent to child and child to parent must not be finally set aside while there is any hope of reformation through carefully guarded and ultimately restored family relations.

The amended statute of Minnesota authorizing the work of the State Public School, is, I believe, based on these principles, and on the supposed necessity of having an institution as a place of reception and distribution for the children, and as a temporary home and training school.

The State Public School law was enacted by the Legislature of 1885, some important amendments being made in 1889. It was intended to have it embody the desirable features of the Michigan law, and as the two stand to-day they are very similar.

The Minnesota law, after providing for the preliminary organization of the work, and making the necessary appropriation, proceeds to set forth its purposes in these words: "It is declared to be the object of this act to provide for such children a temporary home only in said school until good homes can be procured for them in private families. The Board of Control is hereby made the legal guardian of all children who shall become inmates of said school, and it shall be the duty of said Board of Control to use special diligence in providing suitable homes for such children." From the above it will be

seen that the responsible head of the work is the Board of Control. This board consists of three members appointed by the Governor for six years each, the appointments being arranged so that one term expires every two years. Thus no one Governor will ordinarily appoint more than one member of the board, a wise provision for the purpose of keeping the affairs of the school out of the hands of politicians for political purposes. The board employs a superintendent and one or more agents, and the superintendent employs all other workers.

The children described as admissible are those between two and fourteen years of age, and sound in mind and body, who have been declared dependent on the public for support, abandoned, neglected, or abused, so that their lives are liable to be endangered, or their morals corrupted by continued cruel personal injury, or by the habitual intemperance or grave misconduct of parents or guardians.

The duty of sending children to the school is laid upon the officers of the county, where any may be found entitled to the helpful advantages offered. The action is begun by the county commissioners, two of whom unite in a petition addressed to the judge of probate of their county, setting forth the necessary facts in the case as the basis for their action, and asking that he appoint a time and place where the cause may be heard, and a thorough examination made as to the necessity for the removal of the children from their present environment and their commitment to the care and custody of the State.

Upon the presentation of any such petition signed by at least two county commissioners, it is made the duty of the judge of probate to set a time and appoint a place where the examination will be held, and to issue a citation commanding the parent, guardian, or near friend of such children to appear before him at the time and place appointed and to show cause, if any there be, why the children should not be sent to the State Public School. This citation must be personally served at least two days prior to the time set for the hearing, if any parent, guardian, or near friend of the children can be found in the county, except in cases where those having

the original right and custody unite in the petition of the commissioners.

The judge of probate must make the investigation fair and complete, and if in his judgment the interests of the children before him demand their removal to the school, it will be so ordered and decreed, and they will be delivered to the superintendent at the school by the county commissioners or their agent. A certified copy of the order of the court, setting forth the facts proven at the examination, must be delivered to the superintendent with each child. Each order must be accompanied by a sworn statement by a respectable practising physician, that he has examined the child on the day of his commitment; that it is sound in mind and body; has no chronic or contagious disease, and has not, in his opinion, been exposed to any such disease within fifteen days prior to the examination.

In case any person cited to appear at the examination just described shall refuse to attend or to bring into court any child mentioned in the petition, the judge of probate is authorized to request the sheriff to bring such persons before him, or after commitment to deliver the child to the county commissioners to be sent to the school, and it is made the duty of the sheriff to comply with such a request.

The Board of Control may return to the county sending him any child who proves to be an improper subject. In such cases it is required of the Board of Control that they make a written statement of the facts in the case to the county commissioners certifying that for these reasons he is an improper inmate, and thereupon the guardianship of the board may be terminated by resolution.

Provision is made for the restoration of any child, not indentured, to his parents whenever, in the judgment of the board, the home conditions are such as will make his return best for the child. In these cases the suitability of the home must be certified in the same manner as required when children are to be placed on indenture.

The superintendent carries out the policy outlined by the board, and is the steward and accounting officer of the institution. He is responsible for the quality of the service rendered

in every department, and for the welfare of the children while at the school. He is authorized to approve applications for children, to enter into indenture contracts with parties taking them, and, for the board, to consent to their legal adoption.

The State agent is responsible for the character of the homes approved by him. It is his duty to secure places for the wards of the board, to investigate and pass upon the fitness of the homes offered, to enter into indenture contracts, to arrange for and consent to the legal adoption of children, to visit and supervise the children in their homes, reporting to the superintendent and Board of Control the exact conditions surrounding them. He is expected to acquire and maintain a moral hold upon the children which will give him strong influence with them. He must be to them adviser, protector, and friend in the highest and noblest sense. He may remove them arbitrarily from place to place or return them to the school when necessary, and he must secure full compliance on the part of foster parents with all the requirements of the indentures. He may also go into the courts of the State and recover by legal process the custody of any child of which the board may have been wrongfully deprived.

The institution is built on a plan which embraces some of the features of both the congregate and segregate plans. It is located on a fine farm of 160 acres, just outside the limits of a town of 5000 inhabitants, near the centre of the most populous and prosperous portion of our State, where the best of railroad facilities can be had. It consists of an administration building, four cottages for children, school-house, hospital, steam plant and various barns and out buildings, and at a little distance a cottage residence for the use of the first or second officer of the institution. In the administration building are reception rooms, offices, dining-rooms for employees, kitchen, bakery, store rooms, children's dining-hall, a play room, sitting-room and dormitory, chapel or assembly room, sewing-room, matron's general store-room, apartments for officers and employees, etc.

The cottages accommodate about thirty children each, and are placed in charge of ladies chosen upon the sole considera-

tion of first-class qualifications for such work. They devote their time to the children, and the care of the household and clothing. The school-house contains apartments for kindergarten and first and second primary grades, and school is attended just as it would be in a village, except that children as young as three years of age are provided for. Two primary teachers and a kindergartner are employed, and one of our older girls has been trained as an assistant kindergartner, and is now doing good work in charge of a class.

The hospital furnishes the necessary means for the quarantine of all cases of disease suspected of being contagious, and is in charge of a trained nurse and resident physician.

The steam plant occupies a central position on the grounds and furnishes steam heat, electric light and water to the principal buildings, as well as power and steam for the laundry, steam for cooking purposes, and hot water wherever need be.

The buildings are not ornate, but they are pleasant in appearance, are convenient in use, and built to stand hard service for many generations. We are asking the present Legislature for an appropriation with which to build and equip an industrial training department and an additional cottage for children sound in mind, but with crippled or deformed bodies. Our experience seems to indicate that there are also a few children who, for other reasons, cannot readily be settled in families. Their mental condition has been described as on the border land between the normal and the abnormal. They need prolonged and scientific training in order to bring about the best development of which they are capable. The new shops will be mainly for the use and development of these two classes, and do not indicate a tendency to abandon or abridge the greater, more important and more hopeful part of the work—the placing of children in homes. The cost of the present equipment was in round numbers \$140,000.

Now, what may be expected of an agency whose work is to be in harmony with the fundamental and ethical principles laid down in the beginning of this paper, and with the authority and equipment which has been described? It is yet too early to answer the question whether the State Public School

is doing the best that can be done for the dependent and neglected children of the State of Minnesota, but I shall present a statement of the work done, and the approbation or censure of the reader must rest on that alone. It will be seen that ultimate results have not been reached in any degree justifying conclusions as to how nobly the work has been conceived, or how worthily it has been attempted; but I hope that it will also be seen that there is every reason to believe that good is being done, and that the practicability of the plan is here demonstrated.

The school was opened for the reception of children December 3, 1886. Since that time up to January 1, 1893, 697 have been received. One hundred and thirty-six were at the school, 43 were in homes on trial, and 414 were in homes on indenture at the latter date, the remainder having died, or been legally adopted, been restored to parents, returned to counties, or discharged as self-supporting, or having attained majority.

The average number of children maintained for the year ending July 31, 1892, was 130. The average time of maintenance was eleven months, and the per capita cost based on the average number of persons boarded, including the employees, was \$178; cost of food for each day's board, including employees, 72 cents. The whole number placed on indenture up to December 1, 1892, was 594, of whom 121 were returned to the school, and 59 had been discharged for various reasons, leaving 414, whom we considered permanently settled in homes. The average number in homes on trial and indenture, subject to supervision of the agent during the year ending July 31, 1892, was 398, and the cost of such supervision \$4.76 per child.

Of the 473 indentured and not returned to school, 377, or between 75 and 80 per cent., have kept the first homes selected for them up to the present time.

The indenture contract provides for the reception of the child as a member of the family, for kind and proper treatment at a times, for attendance at the public school where the child is to reside, for the teaching of useful occupation and for the payment of a small sum of money as endowment at the expiration of the term of indenture. This sum is usually fifty

dollars in the case of girls and seventy-five dollars in the case of boys, the indenture for both being written to expire at eighteen years of age.

The applicant reserves the right to cancel his obligation at any time within sixty days from date, by returning the child to the school at his own expense. He also agrees to return the child to the school whenever called upon to do so by the agent or superintendent, and to furnish the child with materials and opportunity to correspond with the officers of the school.

It would have been easy for us to have placed twice or three times as many children during the time we have been engaged in this work, but we have considered that carefulness and thoroughness were of supreme importance, and that the placing of children in homes, without the most careful investigation of the original application before it was accepted and adequate supervision after the child was placed, might degenerate into a system of child servitude too inhuman to be for a moment considered a possibility. Not only so, but our experience seems to indicate that children who have been at the school for several months find better homes and give better satisfaction than those who are placed direct from the conditions from which it became necessary to remove them. This, I believe, is the experience of many workers on this and similar plans. Rev. E. Wright, of Englewood, Ill., for many years agent of the New York Juvenile Asylum, an institution which has placed over 5000 children in the West, says: "Shorter periods of detention in the asylum have been followed by an increase in the volume of work devolved upon this agency and by less satisfactory results."

The Cleveland Protestant Orphan Asylum, in its report for 1883, says: "Prior to the placing of nearly all our children a careful preparatory work must be done. Untidy, thriftless habits must be broken up, obedience to authority must become a habit, listless, contented idleness must be driven out by ambition to excel, and lax notions of integrity and truth must be supplanted by that self-respect and fear of God, which are the basis of all improvements in character."

Mr. L. P. Alden, Superintendent of the Rose Orphan Home of Terre Haute, Ind., adds the weight of his valuable testimony upon this point by saying: "A year's residence in an institution has fitted many a child to give satisfaction in a family when otherwise he would have been returned within a few days or weeks. Some need to stay two and three years, and sometimes longer."

The number of visits made by the agent of the school to the homes where children have been indentured has averaged more than one a day for the working days of the past year, and very few of the children now remaining on indenture have not been visited within a year. From these few we have uniform good reports, and we feel satisfied that they are in good hands, are contented in their homes, and that the presence of the agent there has not been required.

Of the children placed in homes from the Minnesota School, only two have been arrested for the violation of any law of the State or municipality within which they have lived, and both of these have been saved from the horrible associations of the workhouse.

To intervene in many cases where children are involved, and to prevent these worst conditions from being realized, to reverse this order of things and bring virtue out of impending dishonor, has been the high prerogative of the State Public School. There are no children in the poorhouses of Minnesota. They have been transferred to family homes or are on the way. Six per cent. of them have ceased already to be public dependents in any degree. They are not only self-supporting, but are acquiring cash capital on their own account. They are in that school of normal experience which turns out such knowing pupils. They are equal partners in farms, in stores, in homes, and that is contentment and rest. We are asking our Legislature this winter for an appropriation of \$23,000 for current expenses. Another State with practically the same population spent in 1888 \$250,000 for the support of children in private and sectarian institutions.

H. W. LEWIS.

THE LEGITIMATE USE OF AN INSTITUTION FOR CHILDREN.

IT is conceded that there is a legitimate place for the institution in child-saving work. We may assume that for the care of such children as are but temporarily deprived of the shelter of home, and the care of their natural guardians, it is often the best provision.

Temporary distress and disaster may invade homes which have been, and may again be, with judicious assistance, centres of good influences and of tender family attachments. The policy of charity or State must be conservative, protecting the rights of parents and the interests of the child.

The noble purposes and methods which seek to find in each childless home a place for a homeless child are not necessarily called into action in these cases. The temporary boarding plan might meet the need, if sufficient and suitable places were immediately available; but to make sure of the welfare of each child in hundreds of such homes would involve too much work to be undertaken for a passing need. The beneficent placing out system has done great good in providing for the permanently homeless, but with its work that of an institution is often most happily blended.

Difficult as it may be, our constant aim should be to bind up, to rebuild, to reconcile, to restore wherever sin and poverty have destroyed homes. I believe that we should put some destitute and friendless child into each and every good home which is offered, or can be found; yet there will always remain, besides the unfortunate sufferers just mentioned, a large representation of the "peculiar" children, the wayward, and those of maimed and distorted minds and bodies. For these, also, the institution can often do what no home can do, just as the well-equipped hospital can treat deformities and cases of desperate illness, as no private home or practitioner can.

As, then, the child institution must no doubt remain a potent force in child-saving, we should see that it is made fit for

its high mission ; while we grant that some classes of children may, from various causes, be best sheltered and reared in orphanages or other institutional abodes, let us never for a moment concede that they may be simply sheltered or fed, clothed and taught there in any uncertain, temporizing way.

The work of the child institution must not be considered tentative or apologetic. Every hour spent by any child within it should be an hour of gain for its future. If it be a little child, the endless resources of the kindergarten, with all the wondrous love and lore evoked by Froebel, should be called in, to develop its faculties, to brighten its disposition, to strengthen its mental grasp, to perfect its bodily powers. The work of the kindergarten everywhere has shown us that no child is too young to begin joyous preparation for a happy, useful life.

If it be a stupid, undeveloped, untaught or wayward child, every effort should be made at once to give what it has missed and what it most needs. And for the bright and eager and active, no time should go to waste. Their lives are to be directed, their hearts warmed, their souls saved ; and, besides, the world waits for what we may do for it through them.

What every child on earth needs is to learn how to live—how to sustain life—how to make it worth the sustaining. And they cannot begin these lessons too young. Every baby is learning ; you cannot prevent it. Give the children, then, true ideas or they will imbibe false and pernicious ones.

The model institution will combine the good home and the good school ; it should separate them widely, as to their different functions, but the separation need not be one of linear distance.

The popular idea of an institution is that it can be, at best, but a crude and artificial home. But God has not bound up all the mother love or the fatherly wisdom of the world in small parcels. He knew there would be all these multitudes of needy, suffering children, and He made for their sakes men with great souls and powerful influence ; such men as Muller and Spurgeon ; such women as Mary Carpenter, and many "mute

inglorious" saints, who yet live and work among us, to meet the need. He gives each a heart wide enough to embrace the little unfortunates by hundreds and by thousands, and wisdom to create for them great homes—centres of warmth and light and sweetness.

Sanctified common sense and abounding, expansive Christian love can make institutions real homes. Child love, to be effective, need not be confined to a few objects. There are many true, motherly women who can love and make a true home for fifty as well as five children, as there are men qualified to manage great affairs and sway, inspire and lead great masses or armies. In fact, numbers are sometimes needed to bring into action strong personal influence. I recall to mind a woman who, in the presence of one, two or three young girls, was awkwardly mute and embarrassed, but with fifty or one hundred of them before her she would reason and appeal and inspire till every conscience was awakened and enthusiastic effort secured from each. There is freedom and breadth with numbers, no less among children than among men.

God does not place in the arms of all His true mothers children of their very own. He has in every age reserved some of the best of them for this great service, to care for great companies of the motherless and needy.

If the institutional home be presided over by one of these, she will so hold and inspire all its potentialities that her children shall "call her blessed," and there will be a cheerful, charming, true, home life, though "dwelling in a wide house."

Somebody once said to me, in tones of commiseration, "I am always so sorry for children who have to do things in rows." But children love to do things "in rows!" The boys wish to train in companies, and play firemen, or soldiers; the larger companies, the better. The little girls hold their sewing societies, and give tea parties, and there are never enough of them until every doll is made to do duty. It is an unnatural child, I think, that shuns a crowd of its fellows; we must all remember to have heard the pathetic complaint—"But there are not enough of us, mamma"—when it is proposed, to some group of doleful or restless little folks, to "go out and play."

But it is not of the home influences of an institution that I wish chiefly to speak.

Above all other schools, the educational department of an institution should meet the special needs of its pupils, aiming constantly to supply the good things they have missed, before coming to it, and to even up and round out the marred or undeveloped child nature, in view of the possibilities of its coming years.

As to industrial training, it seems to have been settled that all kinds of knowledge necessary to self-support and wage-earning can be best acquired in well-equipped schools of manual and technical training. The family kitchen, the small workshop, the farm are found insufficient. Farmers send their sons to the agricultural college, for scientific training, no longer trusting to tradition and example to make a good agriculturist. The best of housewives send their girls to cooking-school to learn principles as well as recipes; even the successful dressmaker sends her daughter to the New Century Guild, or the Drexel class, to learn the theory of drafting and cutting, the scientific causes of the texture, and the manner of the manufacture of materials.

Parents in every rank and profession are sending their children to the manual training school, or the trades school, to learn not only things, but the reasons of things.

An institution has within itself most of the elements, in miniature, of the interests and occupations of the world. Beginning with the preparation of food, the making of all clothing worn, the washing of apparel, bedding and curtains—and so meeting all the varied needs, homely and delicate, domestic and social, of civilized life, we find almost infinite opportunities for technical training. Dividing all these daily and weekly tasks, we may form systems of lessons, the results of which may go back into the homes, as work accomplished. But we learn to regard them as primarily material, or the basis for instruction in many occupations, for each of which we may fit up an appropriate class-room. The simplest, as well as the large and complex institution, may do this. The latter may have more class-rooms, and more branches of industry taught, but the system is the same.

The plan, as you see, is to take all of every kind of work possible out of the home of the institution, and put it, as material for industrial lessons, into the school of the institution. This, rightly divided and organized, will give systematic training for girls in nearly every avocation, or trade, now followed by women ; still other occupations can easily be added, for those needing and desiring to learn them. With a little land, horticulture and gardening may also be taught. For boys, the field is wider, and may embrace, besides gardening and farming, building trades, and many others, the institution using its varied products for its varied needs. I think the boys, as well as the girls, should be taught to understand and perform domestic work. And everything must be taught correctly, by broadly educated, special teachers.

You may ask, "Where is the gain, if the same young persons are to do the same work, in the school classes, as they would have done had the work and the workers been retained in the home?"

The gain is in the training ; in the reasons and facts learned ; in the facility and confidence of trained eyes and hands. Thorough knowledge even of domestic affairs, or of a trade, can be gained only by stated, progressive lessons, under competent and skilled teachers. That the work is done as a lesson, not as a task, makes a wonderful difference. For instance, in the cooking classes, taking Mrs. Lincoln's full practical and theoretical courses, covering four years, as combined with other studies, students prepare daily for the home table excellent and varied meals. The younger classes and beginners provide the plainer dishes, while the more advanced send home more elaborate preparations ; the same is true of the sewing and of the laundry schools. The greatest gain, however, is the educational use of the work. The children work that they may live, but the value of the work does not stop there. They study the work chiefly that they may learn. Examinations, written and oral, are conducted regularly in the industrial as in the literary studies, which are pursued at other hours of the day.

In an institution thus organized the homes should be sepa-

rate buildings. Each family should comprise not more than thirty, though excellent success in real home making is, under the right persons, often gained with much larger groups.

If possible, the buildings of an institution should be so separated that some open ground will be crossed in going to and from the school, though there may be covered ways for stormy weather.

Each house or home building should be essentially like a large farm-house or country mansion, giving, if possible, a little space to each child, but at least to each pair of children for their very own. It should not be elegant, luxurious or costly in architecture or appointments, but it cannot be too neat, airy and comfortable.

The school may receive pupils from one or a dozen homes, and be composed of as many departments as their needs require.

The hours and regulations of the school should be well defined and accurately observed. The best kindergarten, the best manual training school, the most successful trade school, should be its models.

The teachers, not less than the superintendents and matrons, need to be persons of strong principles, wide attainments, and great, loving, tender hearts, and to have much tact and discretion. They should choose their vocation and honor it as a profession, preparing for it by such special training and studies as may be in their power, and keeping in touch with all that concerns their work in the progress of the times.

MARY E. R. COBB.

THE CARE OF DEPENDENT AND DELINQUENT
CHILDREN UNDER THE SYSTEM OF THE
CATHOLIC CHURCH.*

THE main idea of the Catholic Church, in its care of orphan boys and girls, or the children of worthless parents, is not that they be brought up in the charitable institutions to which they are at first assigned, but that they may eventually find homes with good Christian people, where they will become, as it were, a part of the family itself, where they may be raised, educated and started in the world as though they were the children of that family.

In this the Church has been eminently successful; so much so, that it is the exception to find a boy or girl remaining in a Catholic home or asylum longer than the period prescribed by the rules of the same.

The system that has grown up in this direction is fostered in every way possible—from, in some instances, the birth of children at the Maternity Hospital of St. Vincent's Home, to the time when they have reached manhood or womanhood, so that to-day there are numbers of prosperous men and happy women who look upon those by whom they were raised as upon parents, in many cases the very fact that they were adopted children being unknown to themselves.

Of this system the most striking feature is, that in all of the institutions for the helpless young the management is under the direction of the religious—the Sisters of Charity or the Brothers of the Christian schools. By these the children are guarded against the dangers that inevitably surround charitable homes and asylums. They are protected against impurity, against every vice that menaces the young, until they go to live with the family that has promised to look well to their welfare after adoption. Even then there is a supervision over them, of which they may not be aware. The priest, through whose recommendation a child has been given to a family, regards it as his duty to know and see how that child is pro-

* This paper, as well as the preceding four, was read at the Conference on the Care of Children held in Philadelphia, January 25 and 26, 1893, under the auspices of the Children's Aid Society of Pennsylvania.

gressing, how it thrives, how it is being treated, and what its future is likely to develop—whether it be in the trades or the professions, or in any of the other channels of business or wage-earning life.

Such is the chief object of the system of the Catholic Church, whose chief institutions for the care of children are the following : To begin with, there are in Philadelphia, for example, the St. Vincent's Home and St. Vincent's Home Maternity Hospital for the care of infants, now under the charge of eleven Sisters of Charity. Here, if they be orphaned, or the offspring of dissolute parents the case may be, children are kept until they are about two and one-half years old. Then they are transferred to St. Vincent's Home, where there are ten Sisters of Charity to care for them. There they remain until they are five years of age, when they are again removed, the boys to St. John's Orphan Asylum, where there are twenty Sisters, and where priests from the Church of our Mother of Sorrows are constant in their attendance as visitors to the children. The girls are sent to the Catholic Home for Destitute Orphan Girls, where twelve Sisters of St. Joseph care for them. In either of these places they are kept until they are eleven or twelve years old, if they have not previously been given to some family.

There is seldom any difficulty in finding a permanent home for the girls ; they are taken by many childless people in preference to boys, so that there are often more requests for these than can be complied with. In the case of the boys, who are not so fortunate, they are transferred to St. Francis de Sales Industrial School for boys at Eddington, Bucks County, Pa., where they are maintained, educated and given a manual training under the charge of nineteen Brothers of the Christian Schools, and where a chaplain is provided for them. There is a branch house of the school at 507 South Ninth Street, Philadelphia, the object of which, under the direction of three Christian Brothers, is to provide a home for boys who have learned trades at the parent institution and who are now employed in the city.

This completes a perfect system, running from one institu-

tion to another and to the permanent home for the boy or girl. With these institutions there are many others, which enable the Church to include in its provision every phase of the life of the destitute or unfortunate boy or girl.

The community system is not favored except as a matter of necessity. It naturally seems to bring about that condition of mind on the part of the boy or girl to feel that he or she must look out for himself or herself. The family plan is the true one, in the opinion of the Church, for the good of the helpless little ones. In every instance the utmost care is exercised in the giving of a child to man or woman. The applicant must come to the managers of an institution armed with the strongest kind of recommendation by the priest of the parish in which he resides, as to respectable character and ability to provide for, to educate and to properly train the boy or girl to be entrusted to his care. In the homes and in the asylums the sisters feel it to be a religious duty to look to the comfort, the cleanliness and all the details of the care of each of those placed in their keeping. The same responsibility is impressed by the parish priest upon those adopting any of these children.

There is one point to which I would call special attention—the large number of forsaken and destitute children sent to these Catholic Church institutions, by the Society for the Protection of Children from Cruelty or by other similar channels, through which our committing magistrates must act. Under the law of the State they are classed as sectarian, and do not receive any aid from city or State. This to many seems a great injustice; and the result is that they must depend upon bequests, donations and annual church collections. The prudent, economical manner in which these institutions are managed alone prevents numerous deficits. When, however, these deficits do occur, when the expenses exceed the receipts, despite the small per capita cost of maintenance (\$40 to \$150 per annum), they have to be met by the Archbishop, as head of the diocese, or by the assistance of some of our benevolent people.

The care of dependent and delinquent children under the system of the Catholic Church, I believe, compares favorably with that of any other system, if, indeed, it does not prove superior.

SAMUEL CASTNER, JR.

THE NEW MUNICIPAL LODGING-HOUSE IN WASHINGTON.

ON a moderately cold night in the winter of 1891-92, there were found to be in the City of Washington sixty-eight free lodgers in the station-houses, and thirty-seven in three charitable institutions that made a business of entertaining lodgers without charge. This was about an average number for the winter. Sometimes there would be as many as a hundred and thirty in the station-houses alone. At some of the station-houses thirty to forty men would at times be piled in together, rolled up on the floor or on an inclined plane, six feet long, which was built on one side of the lodgers' room. They often had to lie edgewise in order to make room for all. They of course slept in their clothes, which were dirty and infested with vermin. The room was hot and the air horrible.

Of the three institutions mentioned above, none had a work test, or any arrangements for ridding clothing of vermin. By passing from one station-house to another, and from one institution to another, a professional vagabond would obtain free lodgings in the City of Washington for an entire winter. A man who came too often to any one station was arrested as a vagrant and sent to the workhouse, but none of the rounders found it necessary to incur this penalty unless he chose to do so. Wherever there was free and indiscriminate distribution of food, as at a convent in the northwest section of the city, the gangs of vagrants were especially large and especially insolent. The police accepted the situation as inevitable, a state of mind very common to public officials. Policemen especially see so many evils that cannot be remedied that they are prone to think that whatever is, is, if not right, at least the best possible under the circumstances.

The District Appropriation Bill, passed last July, contained an item of \$4000 for the establishment of a Municipal Lodging-House and Woodyard. The Commissioners of the District, under whom the new institution was to be established, corresponded with persons interested in similar enterprises in several of the leading cities of the country to find an expert in this branch of relief work. They finally induced Mr. S. O. Preston, of New Haven,

Conn., to come on and organize the enterprise and train, as far as might be, a permanent successor. One of the private institutions that had previously received a subsidy from the District treasury, with rare generosity gave to the District its building and equipment, rent free, for one year. The managers, prominent among whom were Mr. C. J. Bell and Mr. Jno. T. Mitchell, said that the only purpose of the organization was to care for the homeless poor, and as the District Government seemed to have plans that would result in doing this work more effectually than theretofore, they were willing to loan their premises that the new experiment might be fairly tried. This was especially helpful, as the amount appropriated would have been inadequate had it been necessary to purchase or rent premises.

The building is located next to the first precinct police station, in the central part of the city and on the borders of what is known as the "Division," a portion of the city generally considered disreputable. A very small side and rear yard has been made to answer the purpose of a woodyard by erecting a two-story shed over the greater part of it. Twenty-five men can work in this yard at one time. A small room was partitioned off and made air-tight for a fumigating chamber. Clothing is hung in this room, it is tightly closed and then after a little water has been evaporated, two gas jets are directed into a pan of sulphur and allowed to burn as long as the air in the room will support combustion. Towards morning a window is opened and a ventilating fan is started, which draws a current of fresh air through the clothing and frees it of the smell of sulphur in about half an hour. The other appointments of the institution, including ample bathing facilities, are similar to those found in other places of the kind. Each man has a bed to himself, a long night shirt and sheets. The dormitories are composed of various small rooms, which is unfortunate.

Guided by his experience in New Haven, Mr. Preston adopted the rule that a man should do his work before enjoying his lodging or meal. The lodging-house is open until ten o'clock at night, while the woodyard is sometimes operated until eleven or twelve, so that there is no difficulty about making a man work in advance of receiving relief. This feature of the administration is found to be especially useful. Of course, the superintendent uses his discretion, and does not make a man work who is faint from hunger. In special cases relief is given before the work is done, and a man who ate or slept and afterwards refused to work would be promptly arrested and sent to the workhouse.

It was first planned to arrange with the contractor supplying the District buildings with wood, to furnish long wood to the lodging-house, and then have the lodging-house deliver the wood cut and split to the schools and other public buildings, but it was soon found that the extra haul cost more than the value of the cutting amounted to. Operating under contract, the District pays only about ninety cents per cord for the cutting of the wood it uses, and the delivery from the lodging-house to the public buildings, including storage, etc., would cost not less than one dollar and eighty cents per cord. All thought of obtaining a profit from the work was abandoned, and eighty cents per cord is now paid to a private dealer who brings his wood to the yard as fast as it is wanted, and takes it away when it has been worked up. This greatly simplifies the administration of the institution and allows the superintendent to give all his attention to the care of the inmates.

The institution opened nominally on January 1st, but was not able to go into full operation until about two weeks later. The station-houses have had over a hundred lodgers a night during the cold weather, and, as the lodging-house could not accommodate over sixty at the outside, its friends feared that it would be swamped at the outset. On the contrary, it has never had more than fifty lodgers, although the weather was very severe and some extensive free soup enterprises were in operation and would certainly have drawn a large number of vagrants to the city had the station-houses been open to them. As soon, however, as the lodging house was ready, the station-houses were closed to lodgers, and are so still. The city has been more free of the tramp element than ever before at this time of the year. While the number of the lodgers has decreased, their character has improved. Many ill treated oyster-dredgers, and other men, honestly seeking to get somewhere, are now the applicants for admission. Most of them welcome the bath for themselves and the fumigating room for their clothing. No man is allowed to stay longer than three nights, and the class that now apply seldom care to do so.

Although the work is not remunerative, in the sense of bringing a direct return, yet the institution will cost less per year than was formerly given by the District Government in the form of subsidies to three private institutions for the homeless poor, whose influence, even if indefinitely extended, did not seem to tend towards any final solution of the problem with which they dealt. It should be frankly

said, of course, that while the new institution has thus far controlled the situation admirably, its history is yet too brief for any final conclusions regarding it. There is a frequent tendency to count our successes before they are really achieved. An institution that works well at the beginning, before it has come in contact with the latent difficulties of the situation, and while it is in the hands of those whose enthusiasm begot it, may change greatly for the worse when subjected to the test of time. It should also be said that the problem of providing for the homeless poor in Washington is comparatively simple. It is not a place where large numbers of men who are out of work naturally congregate. There must be some special inducement for them to visit that city, or they will not come.

At the same time, even after these considerations have been duly weighed, it is believed that the new order of things is, and will remain, a distinct improvement on what went before. The principle of centralization that is here introduced, of itself gives a command of the situation not previously obtainable. All applicants for free lodgings pass in review at one institution, and the permanent stay in the city of a vagrant is consequently difficult.

It is especially gratifying to see a city government looking for expert guidance in such a matter as this, and borrowing an expert when it cannot secure one to accept a permanent situation. It indicates that a new profession is already being recognized, not only by private charitable associations, but by public officials as well.

AMOS G. WARNER.

AN ENGLISH VIEW OF AMERICAN C. O. S. WORK.*

THE point which strikes us most in reading of the views of Americans on social difficulties, and efforts to amend them, is their readiness to try many schemes and their energetic hopefulness. There is at least no stagnation in their work, no tendency to keep in one groove, but a vigorous, quick growth, with its advantages and disadvantages. The field of work carried on under the auspices of their C. O. S. is enormous. Thus State labor bureaus are contemplated, with the object of equalizing the demands for labor throughout the State. Not only are the bureaus under the charge of the C. O. S., but woodyards and laundry training schools, offering a labor test to

* From *The Charity Organization Review* (London), February, 1893.

the unemployed, and said to be nearly or quite self-supporting, are also under their care. Again, they are discussing and promoting the formation of what they call home-libraries, in the charge of visitors, introducing good literature on loan into the homes of the people. In these and many ways that our London society would probably think entirely outside the scope of its work, they are endeavoring to help their fellows; but we would like to call special attention to two methods which they adopt, and which they evidently value highly, viz., (1) the use of frequent meetings for interchange of thought and experience, and (2) the training and extensive use of "friendly visitors."

One of their large gatherings has recently been held, partly devoted to addresses on the qualities necessary for work among the poor and on general principles, and partly on detailed experiences in various kinds of work. The standard set up is high; thus one writes: "There is need of enthusiasm which springs from a deep-hearted beneficence—enthusiasm which shall be, as Goethe puts it, a mighty spiritual force. . . . Humiliating as the fact is, we need warning against losing sight of the patient while dealing with his disorders. The motive of Charity Organization is Charity." Again another speaker says: "I am sure that many lose their enthusiasm, their power as workers, because they deal with the negative side alone of true charity work. It is not our work so much to condemn as to save. Many of us are repeatedly discouraged by finding that enthusiasm grows cold, that we become formal in our work. I think it is because we do not start with an ideal that is high enough to call out our noblest and best activities. As you put your hand into the hand of the poor man, pauperized, in thought, in feeling, in belief, and with the determination to save him, lift him up, saying: 'Silver and gold have I none, but such as I have give I unto thee; stand on thy feet and walk,' as you do this in the spirit of divine helpfulness, you have the power to become a true charity worker."

It is not, however, to their large public meetings and addresses that most interest seems to us to attach itself, but to their numerous small meetings for discussion of case work and other details. One of their speakers says: "Much mischief is done because the work of one district differs from that of another and a co-ordinate branch of the same society, and because the experience of neither is stored for the common use. The general cause of charity is advanced by full and free comparison of methods, and especially by

deliberation over actual cases of an individual character. One of the most essential requirements for a Charity Organization Society is thorough organization within itself, so that it may itself illustrate the benefits of united and uniform action."

Might not some of our committees in London benefit by a frequent interchange of thought with neighboring committees upon questions connected with difficult case work? Committees, like individuals, are apt to get into grooves, and any grouping of neighboring committees together occasionally, to discuss recent difficult cases, would probably give occasion for very interesting and profitable meetings.

Experience as to homes for the variously afflicted, or as to methods of treatment of pensioners, is often much needed, and methods of inquiry, standard for pensions, dealings with drunkards or out-of-work cases, and many other questions would be often the better for a little discussion.

The second institution to which we should like to refer, as evidently held in high estimation by many leading American C.O.S. thinkers, is that of Friendly Visitors. These visitors are quite distinct from the district visitors attached to the clergy, who have a certain street or block to attend to. The friendly visitor has to visit only a few families, apparently from four to eight in number, and become a friend to them. This is quite different from the idea carried out by the visitors attached to our London committees, as we understand it. Here the visitor is attached to the case so long as it needs help, either in the nature of allowance to be paid, child to be watched, etc., but when there is nothing more to be done by the committee, the visitor is transferred to another family. There the duty is quite different. One writer puts it: "In the early history of Charity Organization the work of the Friendly Visitor did not go much beyond securing sustenance, and this with the probability that aid would not be required for a considerable time. The present demand is more for continuous work, more complete acquaintance, careful study of each case, with a view of developing character in the direction of industry, providence and knowledge. The whole lives and characters of the families in charge may be, and should be, as far as practicable, moulded by the kind helper whom Providence has assigned to the duty of friendly uplifting."

Truly this is a large undertaking. It was suggested at one of the meetings of our London Council that, when a case was decided as ineligible for charitable relief on account of want of thrift, the man

being out of work, that case should not be dismissed ; the remedy not being attained unless a visitor were attached, who would become a friend to the family when work again came round, and would, by collecting savings or in some other way, guide the man into providence. We have never yet heard, however, of this suggestion coming into force in any committee, probably on account of the difficulty of obtaining visitors willing and capable for this difficult work.

How in America they manage to obtain qualified Friendly Visitors on a large scale we do not know ; there seems to be, moreover, another question : There is attached to the different religious bodies a set of district visitors, whose avowed aim has been the helping of the poor. The principle of the C. O. S. has been rather to reform existing machinery than to create new. It would be interesting to know the feeling of the American clergy and their district visitors toward the friendly visiting scheme, and it is certainly worth consideration, with reference to the subject, whether, in London, more effort might not be made to come into closer contact with the body of district visitors, and help to place before them the high American standard of visiting work.

NOTES OF THE MONTH.

AN English observer notes our custom of conference in the work of Charity Organization. It is a custom not less prominent in other fields of charitable activity. The representatives of the great child-caring agencies of the East, "institutional" and "anti-institutional," those which spell homes with a big "H" and those which spell it with a small "h," Protestant and Catholic, Jew and Gentile, met last month in friendly conference in the city of Philadelphia. The papers and discussions of this conference we hoped to be able to present in full in this number of the REVIEW, but untoward circumstances have made it impossible to include any of the discussions or more than five of the valuable papers read at the conference. The Children's Aid Society of Philadelphia has done a great service in bringing together these special workers, of different views on many points, but of harmonious purpose; and it is hoped that the proceedings may some time be printed in full, in order that men and women in other parts of this country or in other countries, engaged in child-saving work, may have the help of the suggestions contained therein.

One bit of the conference "discussion" has found its way to us with the papers, and I quote a few lines from it because it calls attention to one lesson which New York is slow in learning—a lesson which is costing the city tens and tens of thousands of dollars a year. Mr. William M. Salter, of Philadelphia, speaking to the subject of one of the papers, said: "Any sort of an alliance between the State and private religious undertakings is not in harmony with the spirit of American political institutions." And because it is not in harmony the alliance, when formed, works badly. Private charity, which may have filled the channel at one time, inevitably tends to diminish when an artificial canal is led from the same source basin. Institutions and societies may be pauperized as individuals. Once these bodies receive their support from the public treasury they are not likely to refuse such sustenance and return voluntarily to the private basis; and if they are granted, as some of the children's institutions in New York City are, a public *per capita* allowance for the care of their wards, they have every inducement to increase their numbers. Thus the institutions which may have been started as

private asylums for orphan children in many cases become private, sectarian schools, supported by public money. Withdraw this support, and the dam which holds in the city institutions those children who might better be in their own homes, or in families in the country, will be lowered. "And," to use Mr. Salter's words, "is not the spectacle of churches and charities supported by the free, uncompelled gifts of the people, reflecting thus and giving proof of the living sentiment in men's minds, far nobler than any system sustained by the instrumentality of the assessor and the tax collector?"

One notable fact in the papers of the Conference is the general approval of the family system. All the authors seem to theoretically at least approve of it; but the practical difficulties in the way of its general adoption are many, as the papers show. The temporary boarding of children in homes, the policy of the Children's Aid Society of Pennsylvania, is one which tends to relieve the institutions of the temptation to keep children permanently. What the effect of the boarding system is upon the free placing-out system, the papers do not show. That the latter is practically impossible on a large scale without the use of temporary institutions is obvious; and despite the professions and the efforts of those interested in this child caring work, these institutions tend to become permanent; and with their growth there is the danger that the welfare of the child will be subordinated to the welfare of the institution. Institutions will probably always be needed, but the system which will bring the children as early as possible, and as generally, under the influences of a good home, whether it is a free home or a boarding home, will undoubtedly prove most successful.

Mr. C. D. Randall, whose portrait is used as frontispiece of this number, is well known to all in this country who are especially interested in child-saving work. Nor is his reputation and influence confined to this country. He has represented the United States in International Prison Congresses abroad; and the institution of which he is Superintendent, the State Public School at Coldwater, Michigan, described at length by Mr. Lewis in this number of the *REVIEW*, was awarded a gold medal at the Paris Exposition of 1889; this award being based on a report made by Mr. Randall. Senator Roussel of France, in a letter to Mr. Randall not long ago, said: "Your interesting communications

to ancient Europe, and especially those you have made to my country, have too vividly struck my attention to allow me to neglect a duty I have imposed on myself to present to the French Parliament an account of the admirable work for which the State of Michigan is indebted to you." Mr. Randall is the father of the State Public School. There are now such schools in Minnesota, Wisconsin and Michigan, and bills have been introduced this winter into the Legislatures of Colorado, Kansas and New Hampshire, for the establishment of similar institutions in those States. The Twentieth National Conference of Charities and Correction is fortunate in having Mr. Randall as Chairman of the Committee on the History of Child-Saving Work.

We hear from one of the larger charitable organizations in this city, that it desires to develop an industrial farm near by, to train homeless city boys for a country life, and afterwards place them with farmers. The demand for skilled farm labor is large, the wages good, and the surroundings desirable. The conditions therefore favor the enterprise, and if successful it will undoubtedly be a most practical, economical and salutary method of aiding the waifs of our streets. The society in question is looking for a farm in Westchester County. Do any of our readers know of a suitable property which can be rented for a term of years, or purchased reasonably?

New York has another example, if it were needed, of the successful operation of "the municipal lodging-house." In this number of the REVIEW Dr. A. G. Warner of Washington gives a description of the new lodging-house of the District of Columbia. By it the city has been relieved of those vile places, the lodging-rooms in the station-houses; vagrancy and tramping have been reduced to a minimum, and a decent shelter has been provided for the deserving. Steps have been taken in St. Louis to establish a similar institution, and New York for its own protection, as well as for decency's sake, should not delay the establishment of this institution another year.

It is gratifying to learn that a crèche will not be a feature of the Children's Building at the World's Fair. The possible good of such an institution would have been greatly outweighed by the probable harm.

The State Charities Aid Association, continuing its successful efforts of last season in behalf of epileptics, and in accordance with the recommendation of the State Board of Charities in its recent report to the Legislature, has caused a bill to be introduced into the Assembly of New York for the establishment of a State colony for dependent epileptics, following in some respects the plan for the colony for epileptics in Bielefeld, Westphalia. The State Board, under a bill of last year, has recommended the purchase of a fine tract of land, about 1800 acres, in the Genesee Valley, Livingston County, which, with the buildings thereon, is admirably adapted for the objects in view. The bill asks for an appropriation of \$150,000. The State of Ohio is the first of our Commonwealths to make special provision for this class of dependents. There are in the State of New York, in the poorhouses and almshouses, about five or six hundred dependent epileptics, and a large number of poor and indigent epileptics outside. The colony, if established, will offer them a chance of education and employment in trades and industries and in agricultural life. The REVIEW hopes that the bill will become a law.

A Royal Commission has been appointed in England to consider "whether any alterations in relief by the poor law are desirable in the case of persons whose destitution is occasioned by incapacity to work resulting from old age, or whether assistance could otherwise be afforded in those cases." Lord Aberdare is chairman of the Commission, and among the other members are the Rt. Hon. Joseph Chamberlain, Mr. Charles Booth, Mr. Alfred Pell and Mr. James Stuart.

The Editor has his apologies to make to Mr. W. B. Shaw for his correction of the latter's statement in regard to the provisions of the Woman's Reformatory Bill. Commitments may be made from both Westchester and New York counties. The Editor himself drew the amendments to the original bill, and has reason to believe that the bill was passed in the form suggested by his note in the January number.

Mr. Frank Sanborn, writing from Greece to the *Boston Advertiser*, says there are hardly more than three thousand "legal poor" in the Kingdom of Greece, which has an estimated population of 2,400,000

people. Massachusetts, with about the same population, has ten times as many "legal poor." "The visible paupers," Mr. Sanborn says, "are very few in Athens, and though there are more beggars than in 1890 when I was here last, there were more of this craving class in Girganti of Sicily, with less than 30,000 people, than there are in Athens with 20,000. The mildness of the climate has much to do with this lack of public pauperism in Greece, but Sicily has a climate as mild and yet twice as many paupers. Nationality and religion have indeed much to do with the question of legal poverty."

The International Congress of Charities, Correction and Philanthropy will be held in Chicago during the week beginning June 12, 1893. The sixth section of the Congress is devoted to Charity Organization. The topics for papers and discussion in this section are as follows :

FIRST SESSION, JUNE 12TH, 2 P.M.

General Subject, "The Demarcation of the Field of Voluntary Charitable Work."

Suggestions (not binding) of Sub-Topics that may be treated:

- A. Sphere and scope of voluntary Societies in Charity.
- B. Sphere and scope of Churches in Charity.
- C. Sphere and scope of Individual Beneficence.
- D. Mutual Relations of the above as expressed in Charity Organization.

SECOND SESSION, JUNE 13TH, 10:30 A.M.

General Subject, "Friendly Visiting."

Suggested Sub-Topics (not binding):

- A. The opportunity of the Individual Visitor afforded by Organized Charity.
- B. The selection of Visitors with regard to cases.
- C. The assignment of Visitors by districts.
- D. Visiting as a duty of citizenship.

THIRD SESSION, JUNE 14TH, 2 P.M.

General Subject, "Relief in Work ; Labor Tests."

Suggested Sub-Topics (not binding):

- A. Labor Colonies, unofficial.
- B. Labor Tests in Cities. Woodyards, etc., for men.
 Laundries, etc., for women.
- C. Relief in work.
- D. Employment in connection with the work of the Friendly Visitor.

FOURTH SESSION, JUNE 15TH, 10:30 A.M.

General Subject, "Cultivation of Thrift."

Suggested Sub-Topics (not binding):

- A. Savings Banks and Associations.
- B. The Stamp System of Savings.
- C. Loan Systems, methods and results.
- D. The Friendly Visitor as an instructor in economics, etc.

FIFTH SESSION, JUNE 17TH, 3 P.M.

The topics for this session have purposely been left for selection later on. The meeting may be reserved for final discussion of the subjects treated at the first four meetings.

Synopses or abstracts of all papers must be in the hands of the Secretary by May 1st, so that they may be printed and distributed before the meetings among members who will assist in the discussions.

The Committee of Arrangements is composed of Levi L. Barbour, Detroit, Mich., C. J. Bonaparte, Baltimore, Miss Anna L. Dawes, Washington, Robert W. De Forest, New York, Daniel C. Gilman, Baltimore, *Chairman*, John M. Glenn, Baltimore, Charles C. Harrison, Philadelphia, J. W. Jenks, Cornell University, J. Lloyd Jones, Chicago, Mrs. C. R. Lowell, New York, Richmond Mayo-Smith, New York, *Secretary*, Mrs. Jos. P. Mumford, Philadelphia, Robert Treat Paine, Boston, Francis G. Peabody, Cambridge, Mrs. W. B. Rice, New York, Miss Louisa Lee Schuyler, New York, Alfred T. White, Brooklyn, Ansley Wilcox, Buffalo, and Amos G. Warner, Washington.

Messrs. A. T. White, Brooklyn, R. W. De Forest, New York, and Francis G. Peabody, Cambridge, Mass., with the Chairman and Secretary, form the Sub-Committee on Arrangements; and Messrs. R. T. Paine, C. C. Harrison and C. J. Bonaparte, and Mrs. C. R. Lowell, the Sub-Committee on Finance.

An international character will be given to the proceedings. Papers are therefore invited from those who cannot be present to read them, as well as from those who can. These papers may be of two sorts, viz.: I. Historical, Statistical and Descriptive Memoirs—covering a wide field and intended for permanent reference; II. Shorter Memoirs of a more special or limited character—some of which will be selected for discussion at the meeting.

The Committee has decided to interpret broadly the subjects they are called upon to consider, so that not only the organization of

charities may be considered, but also the forces and means that have aided the charity movement or that have been fostered by it.

Letters may be addressed to the Chairman, the Secretary, or any member of the Sub-Committee.

The Penny Provident Fund announces that it will hereafter publish a statement of deposits and list of stations only three times a year, February 1st, April 1st and December 1st. The amount on deposit at each and all the stations can be ascertained at any time by any one interested in the matter by applying to the Cashier of the Fund.

THE CHARITY ORGANIZATION SOCIETY OF THE CITY OF NEW YORK.

THE council held its regular meeting on February 8th. The progress and condition of its current work is indicated by the appended summary. Aside from the reports of its regular committees, which are so summarized, the following were the more important matters considered and acted upon:—

REMOVAL INTO THE UNITED CHARITIES BUILDING.

The commodious offices of the society in the United Charities building will be ready for occupancy at the close of the month. It was determined to move into them as soon as they were ready, and in advance of the dedication of the building on March 6th.

The managers of the building announce that they have arranged to celebrate the opening of the building on that date by a reception to be held between 3:30 and 6 o'clock in the afternoon, and 8 and 10:30 in the evening, and by special dedicatory exercises to be held in the assembly hall, which will consist in a presentation of the building by its donor, Mr. John S. Kennedy, a brief acceptance on the part of the four beneficiary societies, that is, the Charity Organization Society, the Association for Improving the Condition of the Poor, the Children's Aid Society and the New York City Mission and Tract Society, and an address from the Hon. Abram S. Hewitt. As the assembly hall would only seat about 350, invitations to the dedicatory exercises to be held in it would necessarily be limited,

but invitations to the reception would be general. It has since been arranged that the building should be accepted on behalf of the societies by the Rev William R. Huntington, D.D., Vice-president of the Association for Improving the Condition of the Poor, and the Mayor of the City, Hon. Thomas F. Gilroy, Archbishop Corrigan and Rabbi Gottheil have also been invited to take part in the ceremony. A special reception committee of ten were appointed to act under the direction of the managers of the committee, and another special reception committee was appointed to receive the guests in the Charity Organization rooms.

In the allotment of space between the beneficiary societies, the ground floor upon the Fourth Avenue side will be occupied by the application bureau, district committees and the Penny Provident Fund of the Charity Organization Society; and the remainder on 22nd Street, by the general offices of the Children's Aid Society. The second floor will be occupied mainly by the Association for Improving the Condition of the Poor. The general offices of the Charity Organization Society, its registration bureau and other district committees will occupy the third floor, which will also contain the library of the society, which has been tendered to the managers of the building as a public library. The New York City Mission and Tract Society will occupy the Fourth Avenue front of the fourth story. A number of other benevolent societies have already rented rooms in other parts of the building. The number of such societies will undoubtedly be largely increased before May 1st.

ENLARGEMENT OF THE WOODYARD INTO A MUNICIPAL LODGING-HOUSE.

The woodyard of the society, as is well-known to its members, has been in successful operation for many years past as a labor test. It properly forms part of a municipal lodging-house or wayfarer's lodge.

Our society, in co-operation with other charitable societies in the city, has repeatedly urged upon the city authorities the desirability of establishing a municipal lodging-house under the law of 1886, and has hesitated to join this feature to the woodyard, so long as there was expectation that the city would maintain such a lodging-house at public expense. The matter was last called to the attention of the city authorities by a representative committee, and the attitude of the Department of Charities and Correction, as well as of the Jan-

uary Grand Jury, is such as to make action by the city improbable. Our society has therefore determined to defer to the reiterated and pronounced judgment of the city authorities, that this enterprise should be undertaken by private enterprise, and to establish an experimental lodging-house itself in connection with the woodyard.

Four lots have been leased in West 28th Street. A building to accommodate 200 men will be erected on part of the premises, and the remainder will give permanent quarters to our woodyard. Applicants will be received at any hour of the day or night, including Sundays and holidays, and supplied with food and lodging in return for a given amount of work either in the woodyard or in some lighter occupation, according to their physical condition. The work hours will not be so prolonged as to prevent men from looking for work elsewhere, for it is our desire not only to prevent able-bodied men from receiving support without rendering an equivalent, but also to encourage them to find regular employment. They will, however, be long enough to make the lodging-house abhorrent to tramps. Every man, before being admitted to the sleeping quarters, will be compelled to take a bath and have his clothes disinfected.

The premises, including the proposed building, represent a cost of about \$50,000. The Woodyard Committee have guaranteed rent amounting to five per cent. on the entire investment. They expect to secure themselves against all loss by obtaining annual contributions to the support of the woodyard. About \$1000 have already been pledged, and earnest effort will be immediately made to increase the sum to \$3000, until some generously minded people are found to pay for the property. An option to purchase at cost has been reserved.

THE LATEST PHASE OF THE EFFORT TO HAVE THE CITY ESTABLISH A MUNICIPAL LODGING-HOUSE.

This effort has continued ever since the law was passed, in 1886. Its latest manifestation has been a conference between the Mayor and the committee referred to in the appended letter of Hon. H. H. Porter, President of the Department of Charities and Correction. This letter, as well as the recent presentment of the January Grand Jury, are important documents in the history of the Municipal Lodging-house Movement, and for that reason are printed at length.

THE LETTER OF THE DEPARTMENT OF CHARITIES AND CORRECTION TO THE MAYOR:

NEW YORK, Feb. 8, 1893.

Hon. Thomas F. Gilroy, Mayor of New York City:

SIR:—I have the honor to acknowledge your communication of the 7th, stating that a committee headed by Killian Van Rensselaer, Esq., had called upon you in the interest of the establishment of Municipal Lodging houses, and that you desired a report from this Board as to what had been done to carry out the provisions of the Act of the Legislature. In reply I would state that in 1886 a law was passed (chapter 535) to provide for the establishment of Municipal Lodging-houses in the City of New York, and that in the years 1888 and 1889, this department included in its estimates the sum of \$25,000 for the purpose of carrying out the provisions of the act. We were unable to induce the Board of Estimate and Apportionment to make an appropriation for the purpose. As there were many estimable persons interested in the subject, we, personally and through agents, made search for such buildings as we thought would be necessary to give the matter a fair trial, and found that it was impossible to do so except at a much larger cost than the Board deemed wise for an undertaking which seemed to be little more than an experiment. Since then the Board has not felt warranted in asking for an appropriation for the purpose, as the more the subject has been considered, the more it is opposed to the city's assuming the expenditure necessary for the inauguration of a scheme which it thinks should be assumed by private enterprise and philanthropy. The subject of the establishment of Municipal Lodging-houses has been discussed on one or more public occasions, other than the meetings of the Board of Estimate and Apportionment in the years when the appropriation was asked for, and this Board takes the ground that the persons admitted to the station-houses as night-lodgers make a confession of destitution, and can be taken on the following morning before a police justice and charged with being destitute and homeless; that it then becomes the duty of the police justice to commit them to the care of the Commissioners of Public Charities and Correction. When committed to the care of this department, one of the commissioners, on his daily visit to the prisons, examines all such cases to ascertain whether they belong to this city and county or have a right to become a charge upon it. Those having this right are at once sent to the workhouse for terms varying from one to six months, and those not belonging to the city (and the Board believes that a large proportion of the station-house lodgers belong to the latter class) are referred to our Superintendent of Out Door Poor, who examines them as to the circumstances of their being in the city, and where they really live, and some few are returned to their homes by us, but the larger portion are taken to the State Almshouse at Flatbush, where their cases are disposed of by the Secretary of the State Board of Charities, who visits this city at stated intervals for the purpose.

While we recognize the kindly sentiments and philanthropic endeavor of the gentlemen and ladies interested in the establishment of Municipal Lodging-houses, we are inclined to believe that a trial of our method, and for not a very long period, would reduce the number of applicants for night lodgings at the station-houses to almost nothing. This Board will be happy to appear before your

Honor at any time for a further and fuller explanation of this matter. Just as this letter was about being transmitted to your Honor, we received a Presentment by the Grand Jury for January, covering the matter of the establishment of the proposed lodging-houses, which seems to coincide with the opinions herein expressed, and I beg leave to herewith enclose a copy.

Very respectfully yours,

H. H. PORTER, President.

THE PRESENTMENT OF THE JANUARY GRAND JURY :

COURT OF GENERAL SESSIONS,

JANUARY TERM, 1893.

The Grand Jury Present as Follows :

During the present term the Grand Jury has devoted a part of its time to the consideration of the condition and management of the lodging rooms connected with the various Police Precinct Station-Houses in this city, devoted to the accommodation of destitute and homeless people.

Owing to the inadequate facilities of the station-houses, and the lack of a proper system for the government of the lodging rooms, these places provided by the Police Department entirely out of motives of humanity, and which are the only refuge of the unfortunate people who use them, are a menace not only to the lodgers themselves, but to the members of the police force and the public at large.

The lodgers destitute and homeless, or depraved, diseased and undeserving, are crowded indiscriminately in small rooms devoid of proper toilet facilities, and are turned out the next morning in the same filthy condition in which they present themselves.

The number of applicants at the various station-houses increases during the cold weather, and, as we are informed, sometimes as many as fifty or sixty persons are crowded into a place scarcely large enough for one-fourth of the number.

The great majority of the lodgers are vagrants, but many are really deserving people.

All persons wandering abroad or lodging in watch houses, and not giving a good account of themselves, are by law declared to be vagrants, and should be taken before a magistrate, who, if satisfied that the person is a vagrant, is required by warrant to commit such vagrant if not a notorious offender, and he be a proper object for such relief, to the Almshouse for not exceeding six months at hard labor, or if an improper person to be sent to the Almshouse, then for a like time to the Penitentiary.

After a careful consideration of the situation, we have come to the conclusion that the difficulties of the present system can be remedied by the enforcement of the existing laws.

Each applicant for lodging should be questioned as to his means of livelihood, and if his answers should be unsatisfactory, and it appeared that he was a person without visible means of support, he should be taken the following morning before a Police Magistrate and committed as a vagrant, as provided by the laws above quoted.

We believe it to be a question of serious doubt whether the establishing of

free public lodging-houses would prove to be beneficial to the deserving poor. Should such public lodging-houses exist, they would certainly have a tendency to attract to the city even greater numbers of vagrants than now find lodging in the police stations, and with the regulations herein above suggested we believe that all the necessary accommodations could be afforded to deserving persons, and the unworthy classes summarily disposed of without menace to the public health or security.

We earnestly commend these suggestions to the Board of Commissioners of Police, to the end that the Captains and Sergeants may be instructed each morning to convey all such vagrant lodgers to the Police Courts to be by the Magistrates disposed of according to law.

Dated NEW YORK, February 3, 1893.

JULIUS CATLIN,

Foreman.

WILLIAM L. SKIDMORE,

Secretary.

The argument of the Commissioners of Charities and Correction and the Grand Jury is similar. The Grand Jury say: Enforce the laws and the present station-house lodging accommodation will suffice for the really many "deserving people" who are homeless. The Commissioners say that the enforcement of the laws "would reduce the number of applicants for night lodgings at the station-houses to almost nothing."

Strict enforcement of the laws would undoubtedly send the vagrants to the workhouse or almshouse, where they belong, and go far to prevent the present evil, though this enforcement of the laws necessarily involves herding the "really deserving" with the vagrants for at least one night in the station-houses before they can be taken before a magistrate, and it involves herding all classes together without any system of bathing or disinfection.

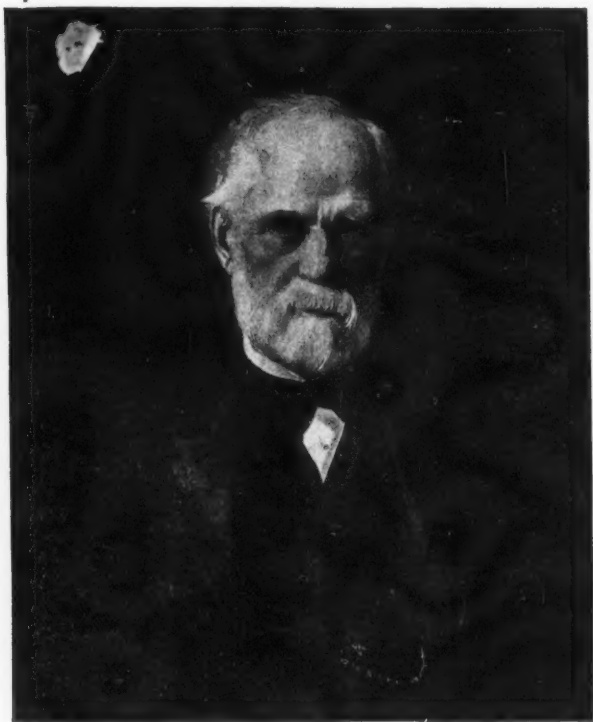
But will the laws be enforced? If not, and if not continuously enforced, the present confessed evils continue; and even if they were enforced, the "really deserving" must be subjected to the degrading influences of station-house confinement. But the enforcement of the law would not accomplish one of the chief objects which the Charity Organization Society seeks to attain by a municipal lodging-house system. This chief object is to stop indiscriminate almsgiving in the street, at least to all able-bodied men, and to thereby prevent them from obtaining a livelihood in the city and keep them away from it; and this object cannot be accomplished until there is some place to which those who seem to be "really de-

serving" can be sent with assurance that they can obtain food and lodging by work. If the only alternative is almsgiving or the station-house, the average man or woman will give money rather than force a possible deserving person to so degrading a shelter.

It may be that the Commissioners of Charities are right, and that private enterprise should support these lodging-houses. Indeed, there is grave doubt on the part of many whether they would be properly conducted by our city government under existing circumstances, whether the work exacted would be so onerous as to prevent their being attractive to the tramp, and whether they might not be used for political ends. In any event, the society's lodging-house will practically solve many of these problems, and form an object lesson which will demonstrate the expediency or in expediency of action by the city.

Charity Organization Society Summary for January, 1893.

	Jan., 1893.	Previous month.	Jan., 1892
<i>Financial.</i>			
Current receipts from contributions.....	\$14,148.00	\$5,775.50	\$15,287.00
Current expenses	\$3,726.30	\$2,866.17	\$3,877.89
New members	58	69	55
<i>Registration Bureau.</i>			
Requests for information.....	379	268	225
Reports sent out	490	486	456
<i>District Work.</i>			
New cases.....	588	601	766
Visits by Agents.....	2,525	2,371	2,574
Consultations at offices	625	565	557
<i>Street Beggars.</i>			
Total number dealt with.....	62	59	74
Of whom were warned	25	35	29
Of whom arrested and committed.....	37	24	45
<i>Wood Yard.</i>			
Days' work given	393	349	767
Loads of wood sold.....	687	231	689
<i>Laundry.</i>			
Women employed	26	29	30
Days' work given.....	645	771	730
Receipts for work done	\$553.29	\$871.46	
<i>Penny Provident Fund.</i>			
Stamp Stations	200	206	155
Depositors.....	27,684	26,732	22,023
Deposits.....	\$16,785.52	\$15,717.56	\$11,508.40



HON. ABRAM S. HEWITT.